

## Designing & Managing Public Spaces: What's Public? What's Private?

Paul R. Levy  
President & CEO, Center City District  
Philadelphia, PA  
[www.centercityphila.org](http://www.centercityphila.org)



(1) Explore the framing question:  
What's Public? What's Private?

(2) Brief history of Philadelphia's decline & revival

(3) The role of the Center City District (CCD)

How we became involved in public spaces

What is the value of public space in the modern downtown?

What does it take to create it? To design it? To sustain it?

Why has a private entity been successful at creating public  
space & not the public sector?

What are the issues involved in managing public space?



Is the fountain in Dilworth Park public?



Or private because Brulee operates the adjacent cafe?





Is the ice rink public?



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Or private because of sponsor logos?



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And Rothman's overall branding?



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Is it different from a Bank of America corporate logo  
In publicly managed Love Park?



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Is the fountain in Sister Cities Park public?



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Or private because of the adjacent café?



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Or is it possible there is a blended approach?



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Is this public because it is a transit-accessible water park for the entire city?



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Or horribly privatized by the presence of Starbucks?



Public because of access to transit?



Public because of lots of free attractions?



Public because we place no dietary restrictions on visitors?





Or private because it was built & is managed  
By a municipal authority with a private sector board  
Through a long-term lease from the City of Philadelphia?



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Is the Empire State Plaza, Albany NY  
Good because it is public



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Or problematic because it is barren & devoid of life?



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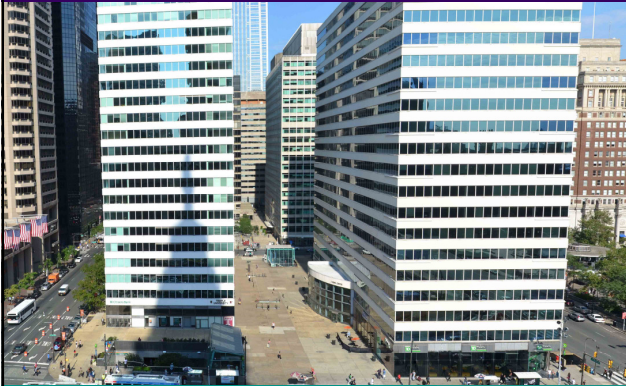
Same questions: Municipal Service Building Plaza



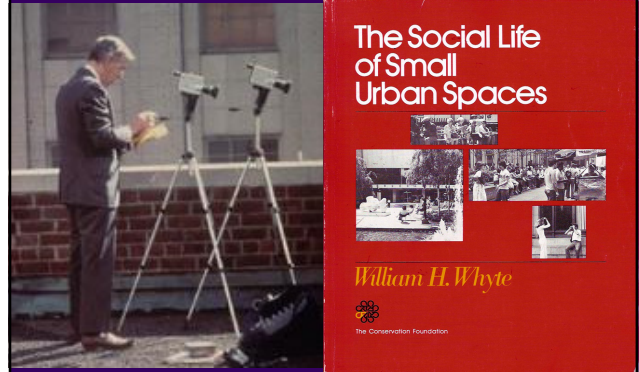
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But if the private sector is so good,  
why is Penn Center so bad?



Way back in the 1970s's William Whyte  
provided some basic guidance



It's not public or private that matters  
It's quality design & well-funded management

***"It is difficult to  
design a space  
that will not  
attract people  
... what is  
remarkable is how  
often this has been  
accomplished."***

William H. Whyte  
Founder - Project for Public Spaces



How did we get here? What is the CCD?  
Why are we managing four parks in Center City?





Five minutes of Philadelphia history  
Three minutes of CCD history

Then we get to parks!

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In the late 19<sup>th</sup> century Philadelphia  
Largest industrial city in North America  
With major industries: Stetson Hat Factory



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Made hundreds of thousands of hats each year



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Atwater Kent Radio



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Military equipment at the Frankford Arsenal



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Huge garment industry in Kensington



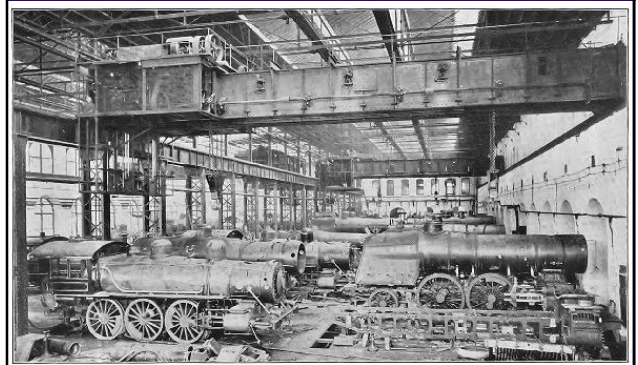
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Baldwin Locomotives



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Largest railroad train manufacturer in U.S.  
2,663 locomotives per year



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An era when industry was tied to factories, rivers & railroads  
Philadelphia: the dominant employment center in region



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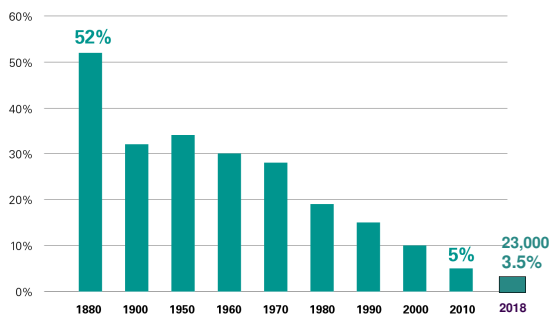
Economic backbone of row-house neighborhoods  
Housed immigrants from Europe & migrants from the South



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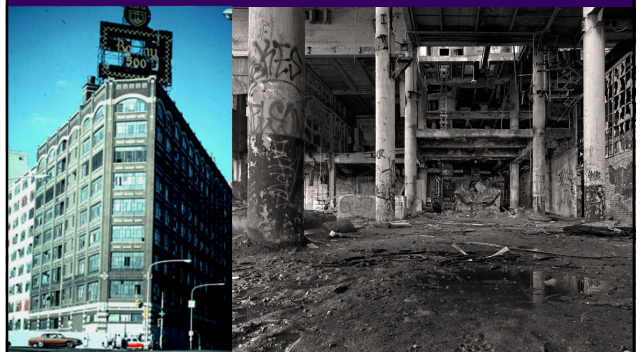
### Decline of manufacturing profoundly impacted city

Total Employment in Philadelphia: 1880 – 2018  
Percentage Share of Jobs in Manufacturing Sector



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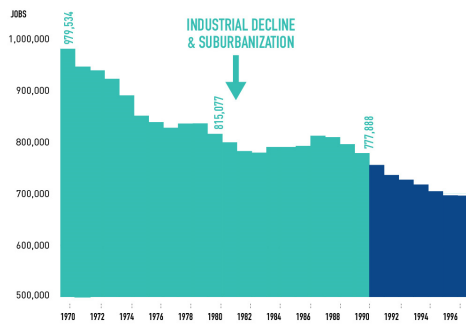
Accelerated immediately after World War II  
Factories were moving out the city



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**Starting in 1970 through 1990s we hemorrhaged 200,000 manufacturing jobs**



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**Combination of post World War 2 suburbanization**



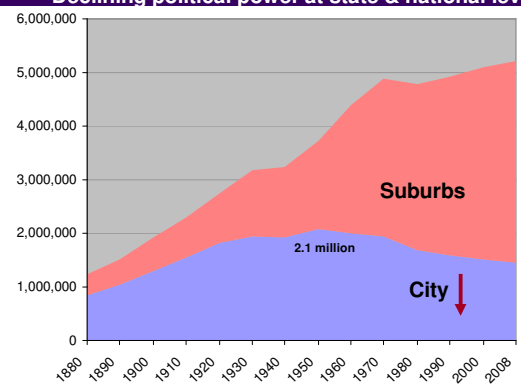
**CENTER CITY DISTRICT**

**Inner city redlining resulted in abandonment  
We lost 600,000 residents**



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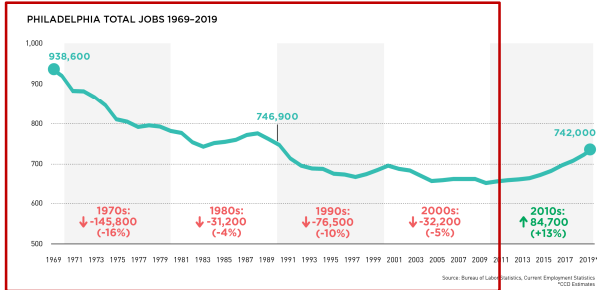
**Declining share of regional residents  
Declining political power at state & national level**



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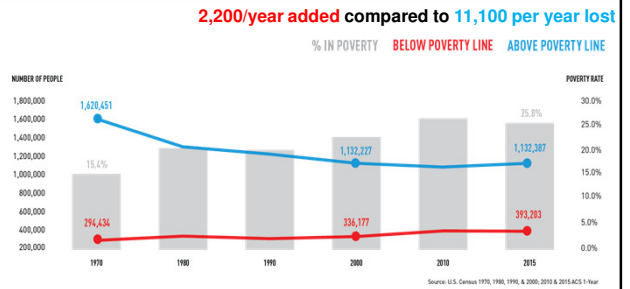


## Philadelphia suffered a long decline Losing 286,000 jobs between 1970 & 2010



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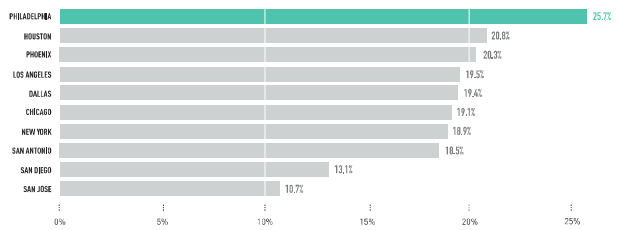
## As we lost jobs, the poverty rate rose Modest increase in # in poverty since 1970 +100,000 Big loss (-500,000) middle income & working class residents



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## Legacy: Highest poverty rate of 10 largest cities: 25.7%

### POVERTY RATES AMONG THE TOP 10 LARGEST US CITIES



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## Many Council Districts have poverty rates in excess of 40%

**FIGURE 3: POVERTY BY COUNCIL DISTRICT**



COUNCIL DISTRICT	POVERTY RATE	DEEP POVERTY RATE
1st District	22%	10%
Outside Greater Center City	25%	11%
Inside Greater Center City	14%	8%
2nd District	23%	9%
Outside Greater Center City	27%	10%
Inside Greater Center City	13%	7%
3rd District	39%	21%
4th District	21%	13%
5th District	36%	18%
Outside Greater Center City	44%	22%
Inside Greater Center City	17%	9%
6th District	18%	8%
7th District	43%	19%
8th District	27%	12%
9th District	22%	9%
10th District	12%	5%

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**A declining tax base, insufficient to support services**  
Today 75% of City's operating budget generated locally



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**Positive trends: Postwar renewal**  
Creation of modern new Office District



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**Broad St Station: immediately west of City Hall**



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**1953: the demolition of elevated railroad tracks**



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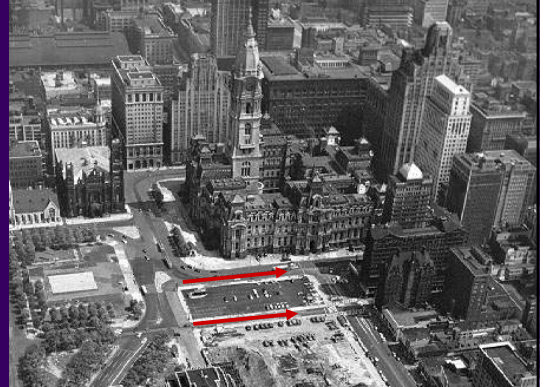


**Penn Center**



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**Genesis of Dilworth Park**



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**1960s & 1970s: all buildings connected to transit**



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**1980s office boom transformed the skyline**



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1990s: Arts & cultural revival



Major growth in the hospitality industry



Growth in the tourism industry



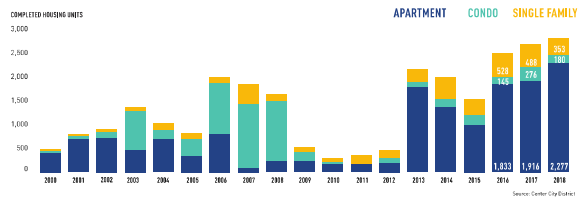
Major restaurant renaissance





Since 2000: 30,000 new housing units  
Greater Center City population up 25% to 195,000;

FIGURE 2: GREATER CENTER CITY HOUSING COMPLETIONS, 2000-2018



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46% of residents in the core, ages 20-34  
75% in core have a BA degree; 50% in extended



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Similar process of renewal in University City  
View across Walnut St bridge, 1920s



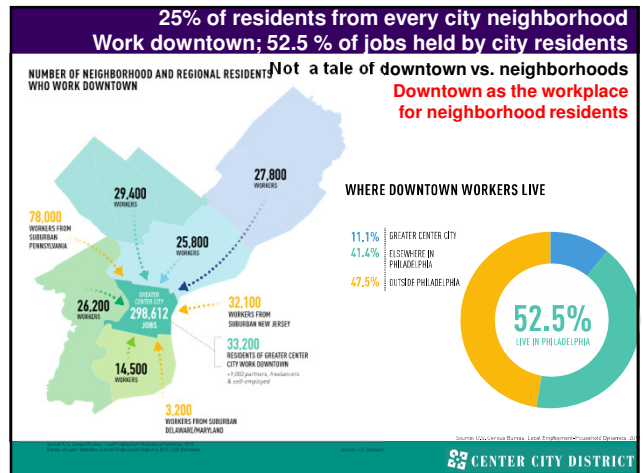
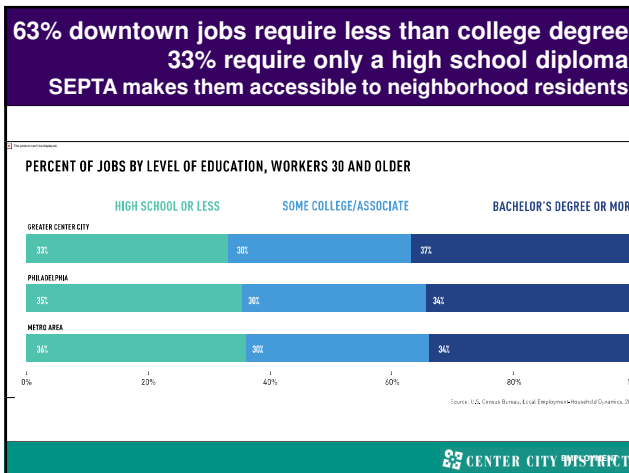
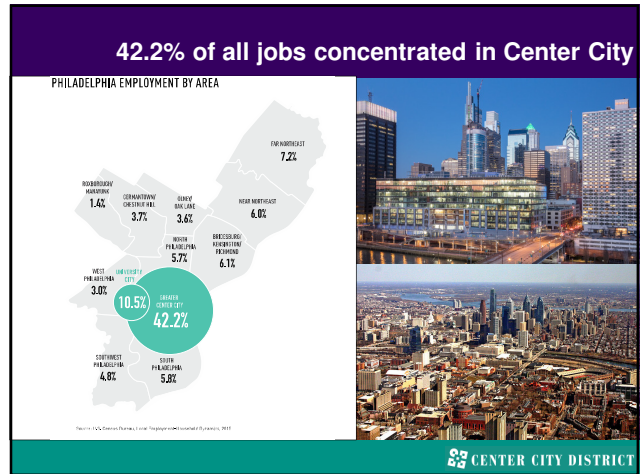
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Transformed into major medical & education center

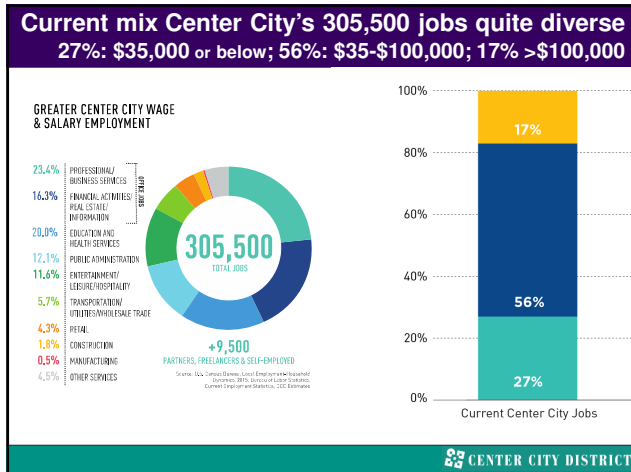


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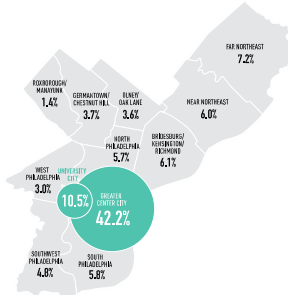






## Center City (42.2%) + University City (10.5%) 8% of land-area = 53% of all jobs in Philadelphia

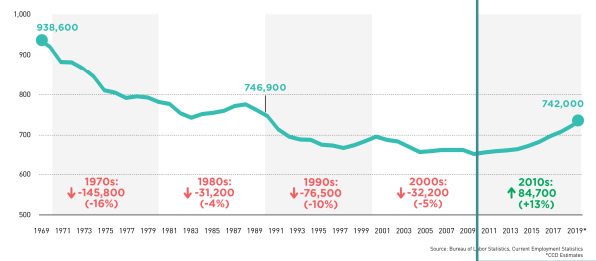
PHILADELPHIA EMPLOYMENT BY AREA



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## All this adds up to a post-recession rebound

PHILADELPHIA TOTAL JOBS 1969-2019

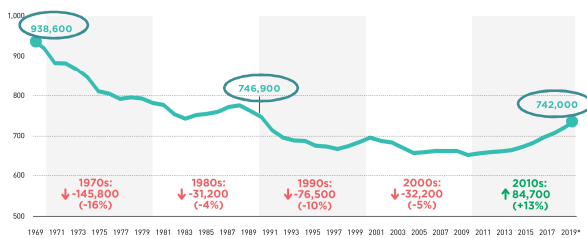


Source: Bureau of Labor Statistics, Current Employment Statistics, 1202 Estimates

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## Rebound has lifted us within striking distance Of 1990 employment levels; still 21% below 1970

PHILADELPHIA TOTAL JOBS 1969-2019



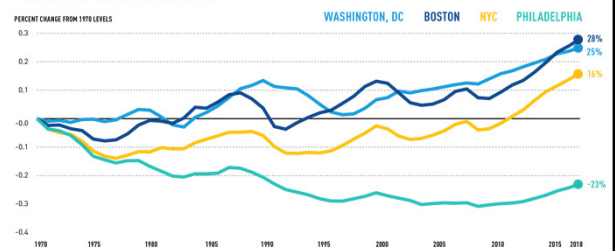
Source: Bureau of Labor Statistics, Current Employment Statistics, 1202 Estimates

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## Boston & NYC also lost 85-90% of 1970 manufacturing jobs Boston up +28% & New York +16% above their 1970 job levels

Philadelphia is down 21%

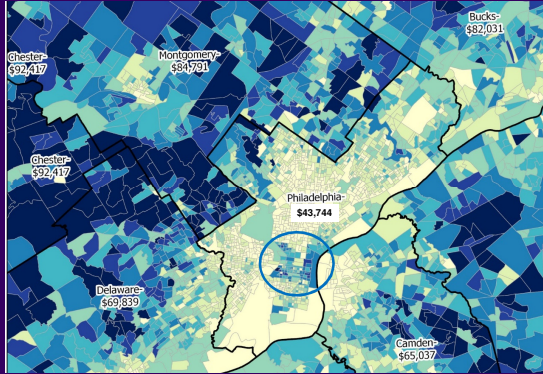
PERCENTAGE CHANGE IN JOBS FROM 1970



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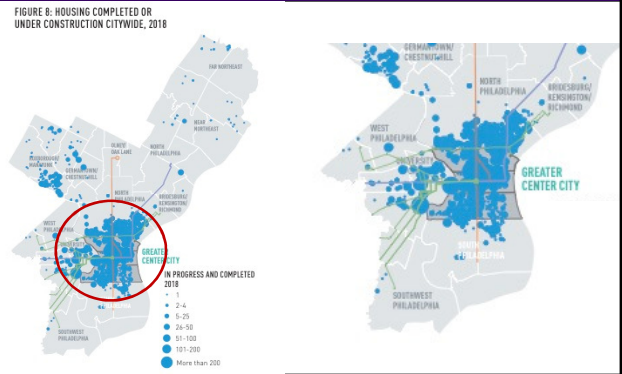


## Incomplete revival: Despite renewal downtown, wealth is still concentrated in the suburbs



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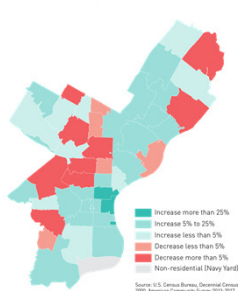
## 81% of all new housing in 17% of city's geography This is where the market works



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## Despite all the talk of gentrification Working & middle class still leaving outlying neighborhoods 30% of zip codes (14) still **losing** population

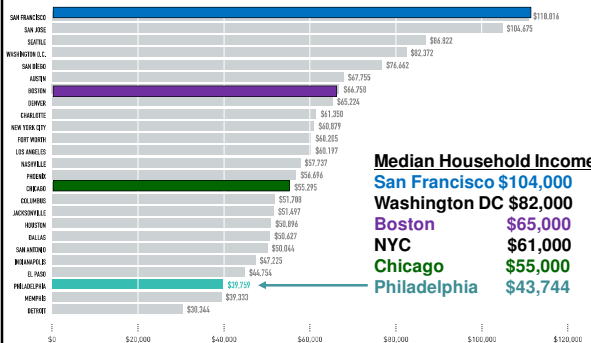
POPULATION CHANGE, 2000-2017



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## Medium household income below other cities

MEDIAN HOUSEHOLD INCOME AMONG THE TOP 25 LARGEST US CITIES



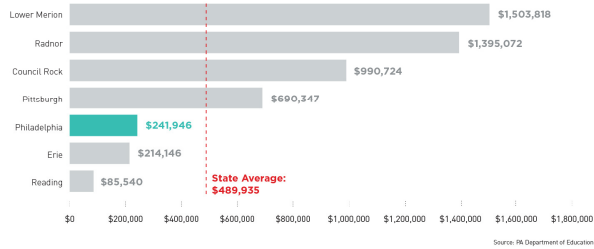
**Median Household Income**  
**San Francisco \$104,000**  
**Washington DC \$82,000**  
**Boston \$65,000**  
**NYC \$61,000**  
**Chicago \$55,000**  
**Philadelphia \$43,744**

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**School District is funded locally primarily by  
Receiving 55% of real estate taxes collected  
This is what a diminished tax base looks like**

ASSESSED VALUE PER PUPIL: 2017 MARKET VALUE/2017-18 ENROLLMENT



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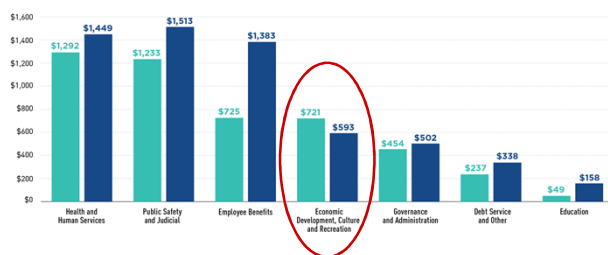
**With declining federal funding & diminished local tax base,  
Local government needs to focus on essentials  
Less money available for amenities**



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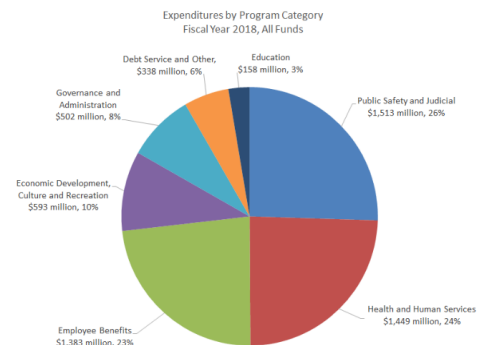
**1998 - 2018: Shift in City operating expenditures**  
 ↑ Health & Human Services, Public Safety, Pension & Benefits  
 ↓ Economic Development, Culture & Recreation

CITY OF PHILADELPHIA EXPENDITURES BY PROGRAM CATEGORY MAJOR FUNDS, FY 1998 AND FY 2018



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**Current operating expenditures**



**CENTER CITY DISTRICT**



## Parks & Recreation operating spending down 10% between 1998 & 2018

CITY OF PHILADELPHIA EXPENDITURES FOR ECONOMIC DEVELOPMENT,  
CULTURE, AND RECREATION PROGRAMS

PROGRAMS	FY98	FY18	AMOUNT CHANGE	PERCENT CHANGE
Arts and Culture <sup>1</sup>	\$4.5	\$8.9	\$4.5	100%
Free Library	\$54.5	\$50.1	(\$4.4)	-8%
Parks and Recreation <sup>2</sup>	\$81.5	\$73.2	(\$8.3)	-10%
Commerce/City Representative	\$51.4	\$85.5	\$34.1	66%
Convention Center Subsidy	\$44.1	\$15.0	(\$29.1)	-66%
Planning and Development <sup>3</sup>	\$171.1	\$80.4	(\$90.7)	-53%
SEPTA Subsidy	\$82.7	\$81.9	(\$0.7)	-1%
Streets	\$231.2	\$198.1	(\$33.1)	-14%
TOTAL	\$720.8	\$593.1	(\$127.7)	-18%

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## Where does CCD fit into this story?



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## 1990: A degraded public environment: City's loss of market-share = Declining resources for cities



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## Substantial ground & upper floor vacancy



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Neglected facades, solid security gates



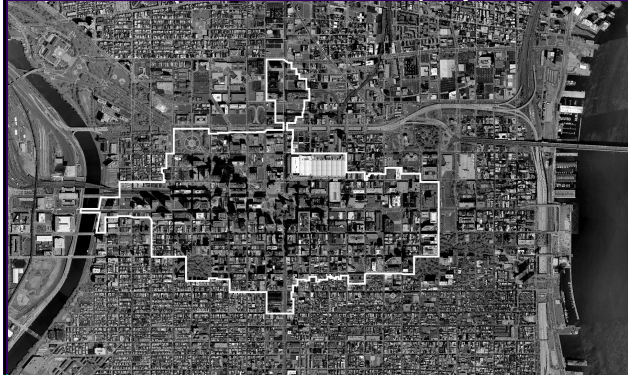
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9 to 5 downtown; empty streets at night



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CCD created in 1990: Municipal Authority,  
Commonwealth's Municipality Authorities Act



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CCD started operating March 1991 = \$6.5 million



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Grown in 29 years to \$27.5 million  
 Supplement but not replace city services  
 220 blocks in CBD:

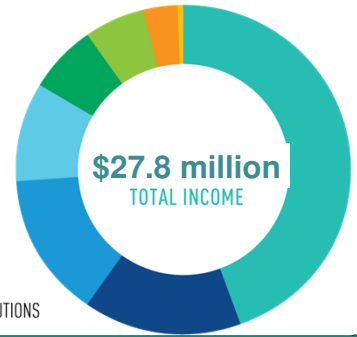


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Where the Money Comes from: 2020  
 86% assessments; 14% earned income

WHERE THE MONEY COMES FROM

45%	OFFICE & OTHER COMMERCIAL
15%	APARTMENTS
14%	EARNED INCOME
10%	HOTELS
7%	RETAIL
6%	PARKS & PUBLIC SPACES
3%	RESIDENTIAL
0%	EXEMPT PROPERTY CONTRIBUTIONS



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### Method of assessment

Based on municipal valuation of real estate

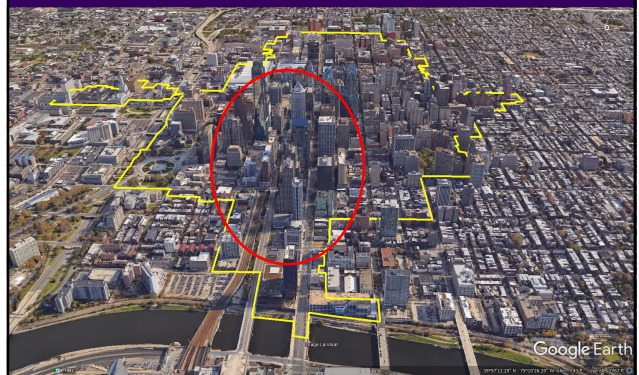
CCD independently calculates charges creating a fraction:

$\frac{\text{Assessed value of property}}{\text{Assessed value of CCD}} \times \$26.1 \text{ million} = \text{charge}$

Billed and collected by CCD

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High density office district backbone of CCD  
 Top 15 properties pay 22% of total budget



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Average for office = \$232,000; hotels = \$102,000.

The Top 10 Parcels		
Rank	Property	2019 Billing Amount
1	Comcast Center - 1701 JFK Blvd.	\$531,561.
2	Mellon Bank Center - 1735 Market Street	\$521,436.
3	Centre Square - 1500 Market Street	\$519,328.
4	One Liberty Place - 1735 Market Street	\$466,516.
5	Comcast Innovation Center - 1800 Arch	\$412,783.
6	One Commerce Square - 2005 Market Street	\$394,404.
7	401 North Broad Street	\$375,338.
8	Two Commerce Square - 2001 Market Street	\$374,190.
9	Philadelphia Marriott Hotel	\$373,335.
10	1717 Arch Street	\$350,058.
Total		\$4,318,954.
% of Total 2019 Billing Amount of \$25,420,420		17%

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Pass-through to tenants



One Liberty Place / Mellon Bank  
\$466,516.83 / \$521,436. annually

Divided by 1.2 million sf = 39-43 cents/ft

On top of rent of \$30- \$35/sq. ft.

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1991: CCD 1.0  
Focus on the basics – comprehensive cleaning



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Public safety  
Community Service Representatives



- 51 CSR's
- 6 Supervisors
- 7 days per week

6

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**Unique partnership with Philadelphia Police**  
Police & CSRs share facility; stand joint roll call;  
Coordinate on-street deployment



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**Ambassadors of Hope: Combined outreach**  
Project Home, CCD & Police



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**Persuaded 191 individuals to come off the street**



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**Total CCD Employees**  
by Home Zip Code

Center City District & our prime contractor, ABM + subs employ on a full-time basis

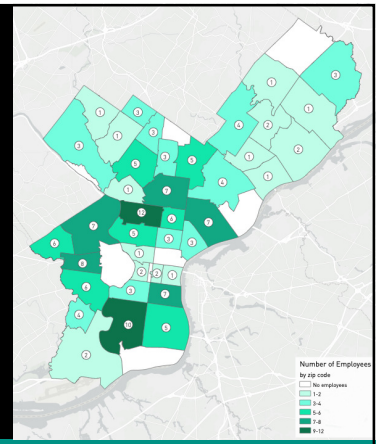
**187 individuals, 82% of whom live in the City of Philadelphia.**

**90 cleaners**

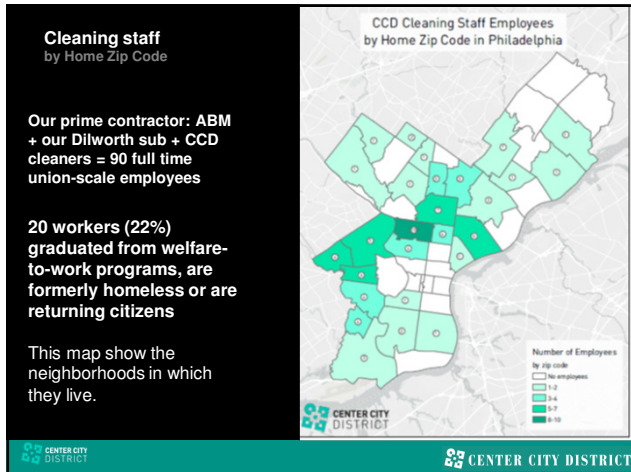
**51 CSRs**

**46 park + administrative staff**

this map show the neighborhoods in which they live.









**2,900 Pedestrian-scale lights**  
Doubled nighttime illumination



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**Create a sense of evening safety**



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**Animate the city at night**



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**Three major retail promotions each year**  
**Twice annual Restaurant Week**

CENTER CITY DISTRICT  
**RESTAURANT WEEK**

alcohol & gratuity not included. Lunch or dinner only.

**EFFEN**  
VODKA

**JIM BEAM**  
BLACK

**SEPTEMBER 23 - OCTOBER 5**

— 3 COURSES | \$20 LUNCH | \$35 DINNER —

#CCDRW | @PHILARESTWEEK

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All summer weekly Happy Hour  
Promote bars & outdoor cafes



**SIPS**  
WEDNESDAYS 5-7PM  
JUNE 7 - AUGUST 30

All attendees must be 21 years of age or older

CENTER CITY DISTRICT | \$5 COCKTAILS • \$4 WINE • \$3 BEER  
HALF PRICED APPETIZERS

CCDSIPS.COM @CCDSIPS #CCDSIPS

EFFEN VODKA

CENTER CITY DISTRICT

Year-long Promotion of Center City shopping



Angela Val

Mayara Pineiro

Danielle Allen

Gabriela Guaracao

Sharon Pinkenson

SHOP CENTER CITY

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CCD 3.0: 2008 Place-making & place management:  
Cret Park, our first park: why?



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In global economy, digital technology provides mobility & choice; post-industrial work can be performed anywhere



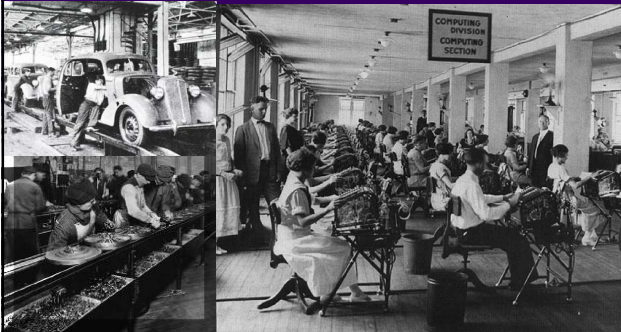
NATIONAL BESTSELLER

**The World Is Flat**  
A BRIEF HISTORY OF  
THE TWENTY-FIRST CENTURY  
Thomas L. Friedman

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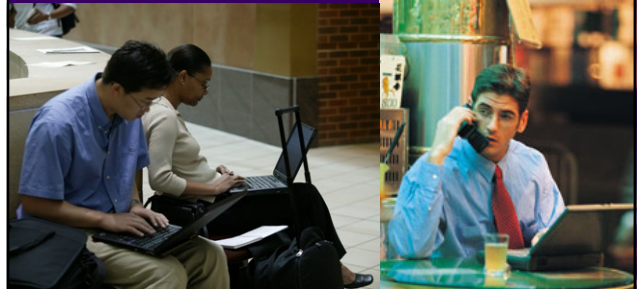


No longer chained to the assembly line or desks



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Work is no longer physically tied to place  
We work wherever we want



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Cities must be both competitive & attractive places to work  
Michigan Avenue, Chicago



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When people can work anyplace,  
Quality of a specific place defines its competitiveness



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Jan Gehl: In the manufacturing city,  
People were in the street out of necessity



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That's where a lot of work was performed



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Post-industrial city, they are outside by choice



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Only if we provide quality public spaces



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Built upon our clean & safe operating staff



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Landscape maintenance capability



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Events marketing capability



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Focused them on our first park: 2008



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Started with neglected empty space owned by City  
Signed 20 year lease; 10 year renewal  
Took on 100% of maintenance responsibilities  
City of Philadelphia resources freed up for other parks



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Raised revenue to renovate a triangular parcel



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Designed, built and leased a café  
Continue to update & reinvest



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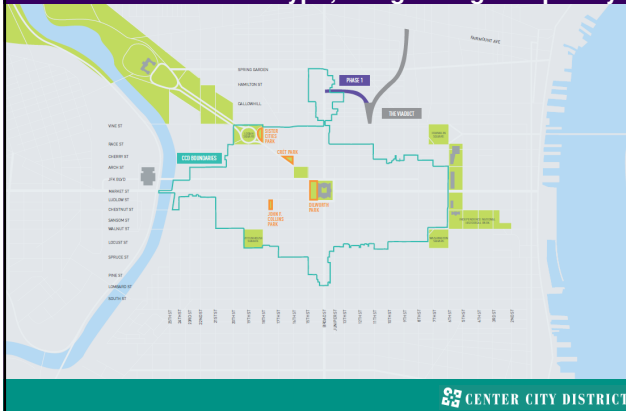
Café revenue pledged to park maintenance  
\$100,000/year to maintain; café cover 60%



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**First of 4 parks we manage within our District Prototype; but growing complexity**



**Collins Park, small pocket park donated by local foundation; CCD owns; modest operating costs= \$78,000/year**



**Cover 30% with evening rental events & wine garden**



**2012: Sister Cities Park: added complexity**





Also located on Benjamin Franklin Parkway



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Took a barren and forgotten space



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And transformed it with a cafe



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Into a place for families with children



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We specialize in getting young children wet



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Took a solitary neglected statue



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Wrapped a children's garden around it



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With a pond



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And climbing mountain



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With a mountain stream



Under construction

more play areas



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More gathering & play spaces within garden for slightly older children – up to 8 years old



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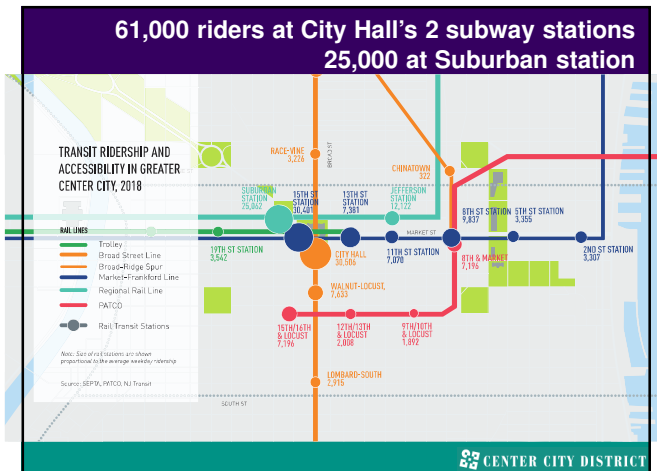






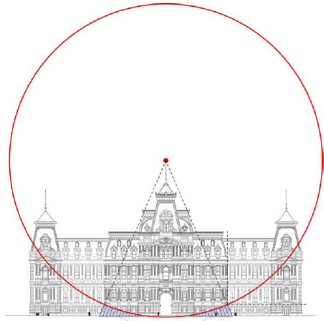








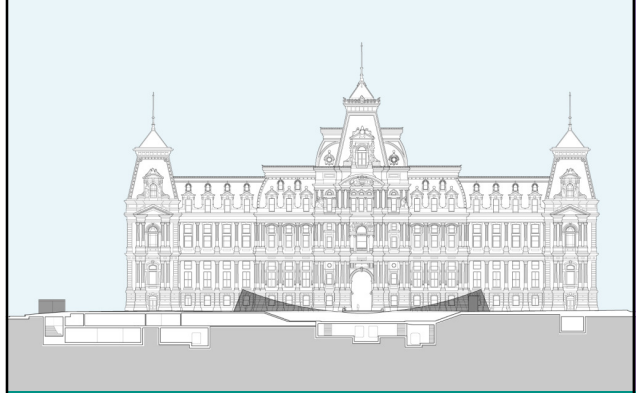
### How the slope of the headhouses was determined?



100109\_Elevation Diagram Slide.jpg  
How did the design of the glass pavilions develop and what is the relationship to City Hall?

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### Deference & respect: National Historic Landmark



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### Slope & transparency of all glass headhouses



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**Goal #2: Eliminate steps & barriers**



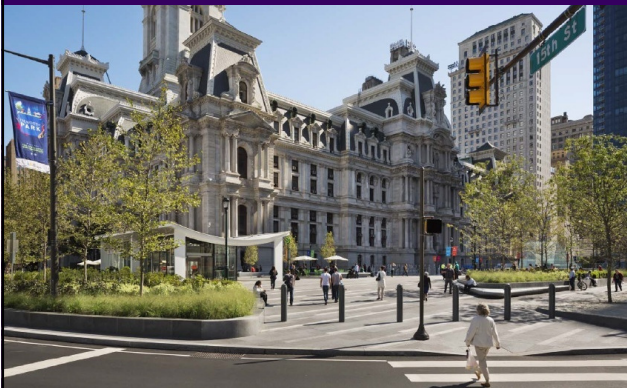
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**Pedestrian obstacles, walls & changes in elevation**



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**Make it totally accessible from the street**



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**Café: at northern end: coffee & food are essential**



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Multiple seating areas with moveable chairs & tables



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Free Wifi so you can work anywhere



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Fountain that everyone loves in the summer



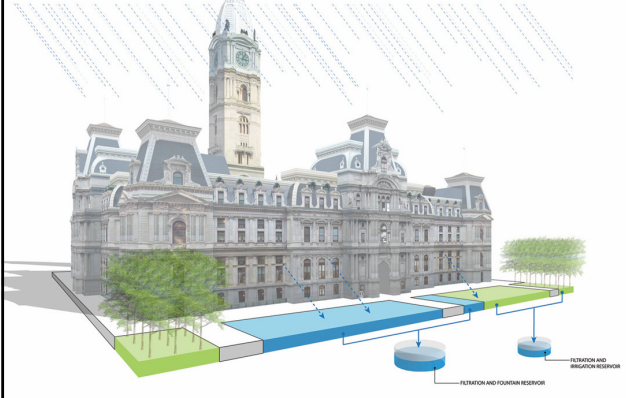
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Fountain & irrigation fed with recycled rainwater



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Storage tanks for installed during construction



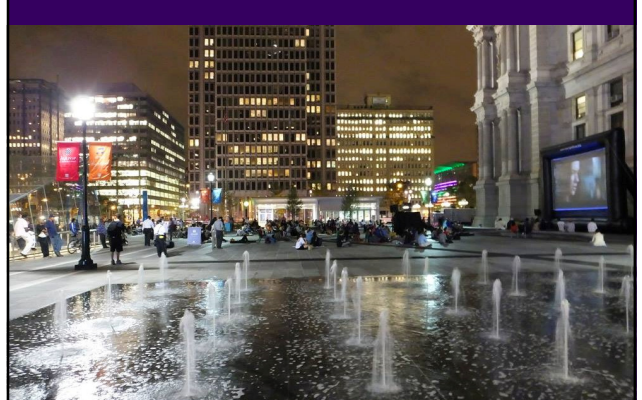
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Public art embedded in fountain by Janet Echelman



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Flexible design: portions turn off for events



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Free exercise classes



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Location becomes winter ice rink: admission charge



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Free Greenfield lawn on southern end



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Free movies & bocce



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Last year added Starbucks franchise  
Operated by Brulee, all their employees local



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7,000 signed an on-line petition against before it opened  
70,000 sales were made between May & December 2019  
\$350,000 gross revenues paid salaries of 4 city residents  
Percentage rent supported park operations



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Started with just a rink in 2014



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Added heated tent in 2015: Rothman Institute cabin



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### Questions to consider

If businesses & residents pay taxes to the City to support basic services and, for understandable reasons, the City commits the lion's share of those revenues to basic services & social inclusion...

Is it wrong for businesses & residents to agree to pay extra for supplementary services if they believe those are essential to quality of life & competitiveness?

If sponsors request recognition for donations to support public spaces, managed by the public & private sectors, are the real issues the SIZE of the logo or the appropriateness of the sponsor?  
Or is any logo inappropriate?



### Marketing Dept organized 273 free events in 2019 Paid for thru CCD assessments + sponsor contributions



### Draw crowds & attract sponsors





Parties, weddings & convention events pay fees



CC CENTER CITY DISTRICT

On-site activations: pay a fee to be there



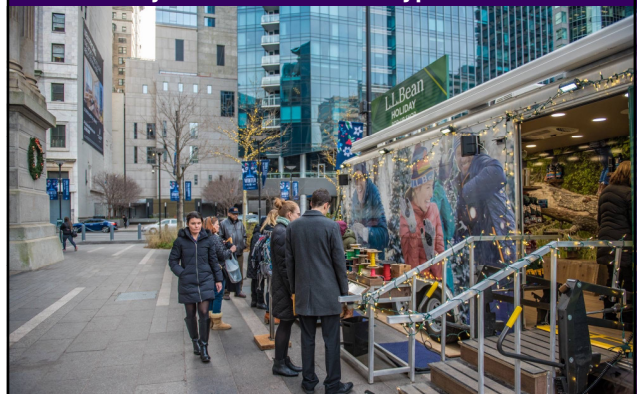
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Commercial products pay for right to be in the park



CC CENTER CITY DISTRICT

Carefully limit the number & type of these we do



CC CENTER CITY DISTRICT



Self-imposed: Cap rental events at 5% of operating hours  
Averaged 3.5%



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Income side: cafes are more amenities



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Real revenue comes from beer/wine sales at events



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Rental events: fees + cost of tent rental & catering



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**Income generation: Digital screens:  
80% arts, culture & non-profit on surface**



205

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**Commercial advertising in the concourse**



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**Rothman Ice rink admissions**



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**Skate rentals: free promotions**



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## Sponsorship income



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## Naming rights for the northern terrace



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## Naming rights for Greenfield lawn



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## 2019 Dilworth scorecard

273 free events open to the public

1 rink with an admission fee

Multiple retail operations open to all

7 Brand activations open to the public

28 Rental events that have limited admission

What does this money pay for?

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**Operations: Clean & pressure wash all components of the park & underground concourse; 6 am-11 pm**



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**Community Service Representatives  
Deployed 7 days/week; back-up from PPD**



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**Staffed by CSRs by day; private security at night**



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**Extensive landscape maintenance**



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Seasonal plant changes



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Steadily adding more green to the park



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Maintenance of electrical systems supporting operations



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Plumbing systems for fountain & landscaping



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## Beyond core CCD functions; augmented staff

Clean, safe, landscape maintenance & marketing  
Park directly creates 30-40 full time jobs

+

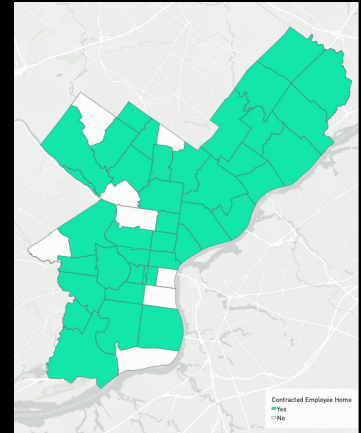
Facilities maintenance staff, business service staff  
(events rental, sponsorship, activation, advertising & café leases)



## CCD Contracted Workers by Home Zip Code

In addition to 187 full time employees, throughout a calendar year Center City District contracts provide work opportunities for 228 additional Philadelphia residents, some full-time and some on a part time basis. Among the professions.....

- Security
- Snow Removal
- Landscaping
- Facilities/HVAC/Fountain Management
- Plumbing and Electric
- Pest Control
- Cafes
- Window Cleaning
- Temporary Structures (tents)
- Portable Restrooms



## Goal: create a welcoming public place for all



## 10.9 million visitors in 2019



51,000 ICE SKATERS  
AT DILWORTH PARK IN 2018



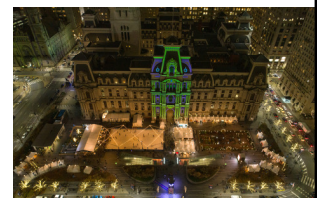
127,000 VISITORS  
TO WINTERGARDEN AT  
DILWORTH PARK IN 2018



49,516 PEDESTRIANS  
PER WEEKEND DAY ENTERED  
DILWORTH PARK IN DECEMBER 2018

### ANNUAL VISITORS TO DILWORTH PARK

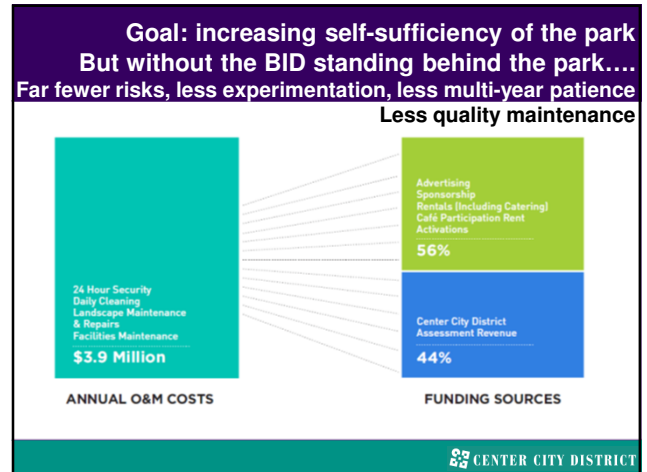
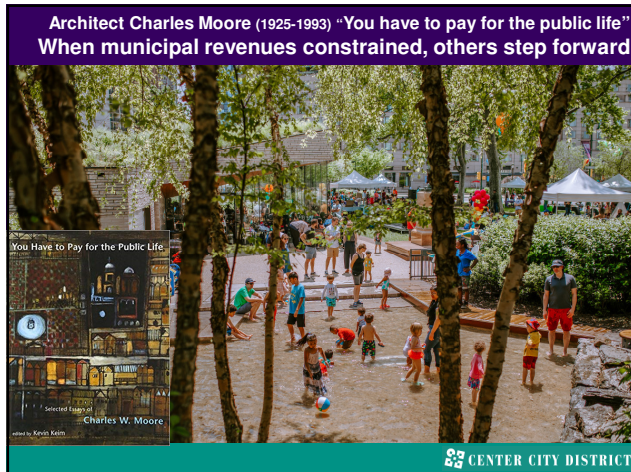
2016: 9,621,000  
2017: 10,015,000  
2018: 10,828,000



225







**Operating support built into BID budget**  
**Goal: steadily decrease BID subsidy**

**BUDGET: 2018-2022**

	2018	2019	2020	2021	2022
<b>REVENUE &amp; SUPPORT</b>					
Billing Amount (1)	\$24,247,530	\$25,420,420	\$26,183,030	\$26,948,520	\$27,777,580
Income from Assessed Charges (2)	\$21,105,070	\$22,254,510	\$23,092,670	\$23,772,450	\$24,566,530
Interest & Other Income (3)	\$127,640	\$137,770	\$145,160	\$150,820	\$156,740
Reimbursements from Affiliates (4)	\$117,500	\$117,500	\$120,000	\$120,000	\$120,000
Park Revenues (5)	\$1,732,500	\$2,117,750	\$2,490,070	\$2,511,950	\$2,725,410
Fee-for-Service Income (6)	\$712,250	\$744,770	\$773,410	\$802,840	\$827,540
<b>Total Revenue &amp; Support</b>	<b>\$28,934,940</b>	<b>\$30,787,720</b>	<b>\$32,804,270</b>	<b>\$34,186,580</b>	<b>\$36,013,260</b>
<b>EXPENSES</b>					
Cleaning (7)	\$4,894,580	\$7,064,240	\$7,292,090	\$7,548,940	\$7,758,490
Public Safety (8)	\$3,755,640	\$3,888,840	\$4,000,450	\$4,182,220	\$4,347,040
Marketing, Communications & Interactive Marketing (9)	\$2,473,630	\$2,536,390	\$2,632,470	\$2,717,170	\$2,800,400
<b>Streetscape, Parks &amp; Public Spaces (10)</b>	<b>\$5,234,070</b>	<b>\$5,499,100</b>	<b>\$5,656,230</b>	<b>\$5,817,100</b>	<b>\$5,978,570</b>
Administration (11)	\$2,659,490	\$2,683,940	\$2,766,580	\$2,856,420	\$2,949,630
Development Planning & Research (12)	\$868,330	\$958,760	\$978,040	\$1,009,120	\$1,038,230
Capital Program Activities (13)	\$407,300	\$1,216,130	\$1,460,860	\$1,678,100	\$1,987,410
Debt Service (14)	\$1,450,000	\$1,525,000	\$1,625,000	\$1,550,000	\$1,550,000
<b>Total Expenses (15)</b>	<b>\$23,794,940</b>	<b>\$25,372,300</b>	<b>\$26,342,210</b>	<b>\$27,359,280</b>	<b>\$28,410,260</b>
<b>SURPLUS/(DEFICIT)</b>	<b>\$5,140,000</b>	<b>\$5,415,420</b>	<b>\$6,462,060</b>	<b>\$6,827,300</b>	<b>\$7,593,000</b>

**Center City District**





### Six take-aways

- (1) Quality design is essential & you need to design with flexibility to anticipate things you didn't think about.
- (2) You can only learn by doing & you are never done with learning & improving; to continually maintain & reinvest, you need revenues.
- (3) Intensively used public spaces are extraordinary expensive to maintain: average 30,000/day; 60,000/day seasonal peaks
- (4) You need to be prepared to subsidize them deeply in early years
- (5) Significantly expand staff expertise
- (6) Continually balance the public & private imperatives: openness to all  
revenue generation to support high quality maintenance



### Designing & Managing Public Spaces: What's Public? What's Private?

Paul R. Levy  
President & CEO, Center City District  
Philadelphia, PA  
[www.centercityphila.org](http://www.centercityphila.org)

